

**California P-16 Council Report on
Professional Development
Teacher Recruitment, Pre-service, and In-service**

California Department of Education

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Introduction

As the California P-16 Council (Council) was completing its report to the California Department of Education (CDE) regarding high school reform, we were asked by Jack O'Connell, the State Superintendent of Public Instruction (SSPI), to turn our attention to the topic of professional development for teachers, for support staff, and for administrators, both pre-service and while in-service. No different from the other issues that this Council has addressed, the topic of professional development is enormously complicated. There are extensive volumes from a wide range of experts and commissions addressing many aspects of the issue. Our task was to identify those documents of greatest value and focus on some fundamental steps that could be taken to meaningfully improve the quality of instruction and leadership throughout California's school system. And, in so doing, we seek to raise even further the quality of student learning as our common goal was always to enhance student success.

We worked through iterative conversations toward consensus, thereby sacrificing radical proposals from different perspectives, in order to identify solid common ground. The Council also assumed that the financial implications of our suggestions would ultimately be reviewed by the Governor's Committee on Educational Excellence and decided by executive and legislative leaders who would allocate resources if the priorities were high and clear enough.

Essential Questions Related to Professional Development

To begin its analysis, the Council identified four essential questions for subcommittee deliberations:

- How can California attract a high-quality and diverse workforce to the education profession to fill the demand created by retiring staff and growing school districts?

- How can we work to ensure that California's pre-service programs develop fully prepared teachers and administrators and other instructional staff?
- How should we support new teachers, administrators, and instructional classified employees?
- How should continuing educators be supported through professional development?

Although the subcommittees were organized to focus upon each of these four questions, there were obvious "cross-cutting issues" that applied to every group's work. These included prekindergarten, or what is known as preschool education; the nature and use of current statistical analyses; the adequacy, sustainability, and scalability of change elements throughout the system; and the broad scope of standards assessment. For each subcommittee, the ultimate objective was recruiting, preparing, training, and supporting classified and paraprofessional staff, teachers, and administrators to be more effective as they strengthen student performance and to be rewarded and respected as crucial professionals.

Pertinent Research

During the course of our work, the Council was impressed by several recent studies that covered many of the themes we were considering. For example, in February 2006, the CDE provided a position paper describing an initiative for developing highly qualified teachers and administrators that built upon a series of earlier reports and referred in turn to studies of greatest relevance to the state. In 2002, the CDE convened a professional development task force that provided ten recommendations for developing and sustaining a high-quality teaching and administrative workforce. The report, *Learning . . . Teaching . . . Leading . . .*, contains the recommendations, which are attached as Appendix A. Almost five years later—obviously, the subsequent 2006 CDE position paper was written with a full awareness that substantial progress was still

required. Recently, Ken Futernick, director of K-12 Studies at the Center for Teacher Quality, at the Sacramento campus of the California State University system, wrote a report entitled, *A Possible Dream*. The subtitle conveyed emphatically the essence of his concerns about “retaining California teachers so all students learn.” This report deserves careful attention and covers most of the areas that were of greatest interest to the Council. The recent report *Tough Choices or Tough Times*—written by the Commission on the Skills of the American Workforce—contains important analyses and recommendations applicable to the Council’s assignment.

In addition, we found particular value in the work of Arthur Levine, recent president of Columbia Teachers College and now head of the Woodrow Wilson National Fellowship Foundation, who’s *Educating School Teachers*, provided a controversial but important overview. Several of the subcommittees leaned heavily on the Mid-continent Research for Education and Learning (McREL) studies regarding the effects of leadership, standards in classroom practice, teacher quality, and systematic reforms as well as Professor Linda Darling-Hammond’s research papers on teacher competency, professional development, and teacher preparation programs. Finally, the publications from the Center for the Future of Teaching and Learning, including *Status of the Teaching Profession* and *Strengthening California’s Teacher Information System*, are highly recommended by the Council for all those studying professional development.

Although the materials referenced above approach the same core issues from different perspectives and occasionally reach different conclusions, the objectives are completely consistent with the core principles that guided our work. Stated simply, we unanimously agreed that the teaching and administrative professions, along with classified and paraprofessional staff, must be rewarded and respected, prepared and sustained, at the highest possible level of quality and commitment if this country has any chance of achieving and maintaining a global competitive advantage—in education, in economics,

for security, and for well-being. Until the instructional, support, and administrative staff members in preschool through graduate school are compensated and honored in a manner that competes successfully and balances positively with any other profession in the United States, this country will continue to slip toward a dangerously low level of academic performance, as measured not just by test scores, but through examining knowledge and skills. With each year that the response to this challenge remains compromised or undermined, the overall welfare of Americans is placed in increased jeopardy.

Recommendations

The Council weighed judiciously both the political and the emotional impact that bold statements with rhetorical flourish might provide; however, the members concluded that coherent and consistent recommendations, applicable at the local level and the state level would more likely to provide value to the various audiences and constituencies receiving our work. Therefore, we approached each of the essential questions with diligence and candor, supported strongly by CDE personnel, with access to extensive research well beyond the specific references earlier. Four active subcommittees carried out the work, and they ultimately offered separate sets of recommendations to the Council. The subcommittees' recommendations are provided in Appendix B.

Consistent with the fundamental assumptions described above, certain themes were woven through nearly all of the presentations. Although the recommendations are relatively few in number, each one represents a critical strengthening of our current system, and implementation would constitute a meaningful step toward fulfilling our in-service and pre-service professional development commitments. They are respectfully offered here to the Superintendent, his colleagues in the CDE, his partners in the

educational systems in the state, and his partners throughout the California legislative and executive offices.

The following key recommendations are all based upon the expectation that educators make sure all students learn to a high level of mastery that prepares them for the next educational level or “world of work.”

1. The SSPI should convene a series of discussions for all public and private postsecondary institutions that have teacher education programs—similar to the summit the SSPI held on May 1, 2007, with deans and directors of teacher education. These high-level conversations would emphasize the essential role that colleges and universities must play in strengthening our P-16 system and include tangible strategies for assessing university performance—ultimately providing specific ideas for altering and strengthening current academic programs.
2. Teacher education programs must provide early and frequent student teacher opportunities for guided classroom observation, student teaching linked closely to relevant course work, remuneration for mentor teachers, and a requirement that all college faculty engaged in teacher education programs have recent K–12 classroom experience. New educator academies should be established in county offices of education, in relevant geographic regions, or in partnership with other organizations and associations. Such academies would prepare teacher candidates to address the requirements of twenty-first century students.

Legislation should be developed to refine the current Beginning Teacher Support and Assessment (BTSA) program to reduce and streamline the paperwork required from participants and to explore ways in which the pool of potential support providers could be increased. The Teacher Performance Assessment (TPA) process is also an established model for improving in-service development

and should be strengthened wherever possible. The enhancements would pay careful attention to the traditional qualities and values that have characterized the best of our schools and would allow the state to achieve dramatic progress in upgrading the standards and the outcomes of all California classrooms.

3. Statewide administrator leadership academies should be established with the same geographic criteria and requirements for collaboration as BTSA and educator academies to enable a comprehensive approach toward preparing administrators for principal and superintendent positions. It has been demonstrated repeatedly that next to classroom teaching, leadership skills are the most important contributing factor to student learning. Therefore, a concentrated focus on increasing those talents, knowledge, and practices should lead to encouragement of stronger classroom performance and therefore would make a significant contribution toward closing the complex components of our achievement gap.

Such administrator preparation models must be closely connected to individual school districts, so that classroom requirements and teaching experiences can be properly supported and linked with all phases of leadership expectations. In addition, when determining what type of professional development is most suitable for each location and how it will be delivered, all relevant stakeholders should be included in that decision-making process. The designers of these academies should be aware of current experimental programs—often financed by large foundations—that are providing valuable insights regarding alternative candidates for teaching and administrative positions and for assessing their current effectiveness.

4. Along with the key constituencies of teachers and administrative leaders, all staff—including librarians, nurses, counselors, and classified and paraprofessional

noncertificated staff such as clerical, custodial, and campus security personnel—should participate in and benefit from professional learning communities. Since the scope of classified work is quite diverse, studies regarding this essential group of school employees should be analyzed carefully and specific upgrading strategies rapidly put in place for each category.

5. For all employee groups in our schools, both pre-service and on-site professional development must be results-driven, standards-based, collaborative, integrative, and focused upon a realistic understanding of day-to-day work expectations. The state must design a rigorous system for approving, evaluating, and certifying all instructional and support professionals, even educational coaches, who work in the classroom. As we identify and implement standards for development programs that hold teacher and administrators accountable, we should also include an information system that enhances the awareness of the general public as well as institutional awareness of current shortages for each type of employment. Information regarding how candidates prepare for and apply to fill such vacancies should be accessible.
6. Preparation and development programs, like the academies referenced above, should depend upon collaborative relationships between schools, universities, professional associations, and businesses in the regions to establish clear goals and target benchmarks for their commitment to provide more effective preparation, placement, recruitment, and support of all teachers and administrators. There are already strong models of regional interinstitutional cooperation encompassing all levels of education—from preschool to postdoctoral. Both public and private universities throughout the state should accept much greater responsibility for shaping and implementing such cooperative interactions. There is a particular urgency toward ensuring that our most effective administrators and teachers are

placed at the neediest schools and receive appropriate incentives—particularly when we are about to experience a severe shortage of all school and classroom instructional staff.

7. The state agencies responsible for administrative credentialing should require new administrators, as well as experienced school and district-level leaders who are hired into new positions, to participate in publicly financed leadership induction and support program for a minimum of two years.
8. California must enhance even further its alternative credentialing process so that school site and district leadership can exert every effort to attract a high-quality and diverse workforce to the education profession. At the same time, it must be absolutely clear that everyone, regardless of their professional background, must learn the art and the science of delivering classroom material and educating all students. Although there should be a particular focus upon “business to classroom” transition, the credentialing and hiring of “nontraditional” candidates for the teaching profession must be monitored carefully.

The training required to enable those potential teachers and professional staff members to carry out their responsibilities at a high level must be accomplished so that we provide a greater number of appropriately prepared and effective teachers—in all instances, those who come from a different preparation process must be no less skilled and trained. Therefore, nontraditional candidates should be provided with thoughtful introductions to pedagogical requirements, with careful attention to federal requirements for high-quality teachers, and there will be certain areas—for example, STEM (**S**cience, **T**echnology, **E**ngineering, and **M**ath) subjects —where more serious attention should also be given to part-time opportunities. Finally, several pilot projects should be shaped and assessed

expeditiously with the help of major corporations such as IBM (who have already established similar partnerships in other states) and with attention paid to streamlining national reciprocity.

9. To integrate prekindergarten successfully into California's educational system will require focused attention (probably in the form of a special California P-16 Council task force, constituted as part of the upcoming focus on the achievement gap). This group would analyze issues of professional preparation related to building a prekindergarten teaching workforce, including an examination of the current certification system and the availability and adequacy of teacher education programs. It would also address the most effective ways to provide professional development regarding the particular needs of preschool learners and their teachers, administrators, and support staff.
10. A strong public awareness campaign should be designed to promote the state's critical need for strong teachers and to emphasize the dramatic shortage that California is about to experience—both for the instructional staff and the administrative staff. The general population must understand that the recruitment and retention of superb teachers, administrators, and support personnel, trained on site and with local agency and regionally shaped collaboration, is the single most crucial component of the state's strong competitive future.

Concluding Remarks

The Council, which represents a wide range of experts throughout California, including teachers, administrators, parents, business leaders, students, and academics, deliberated passionately and tirelessly to reach consensus on this report.

Our intent is to have the SSPI analyze each of the recommendations and determine which ones will need legislative action, which will need regulatory action, which will need policy recommendations to the State Board of Education and which can be implemented expeditiously without any additional intervention. It is the hope and recommendation of this Council that executive, legislative, and corporate leaders will examine carefully the ideas, recommendations, and research studies in this report to prepare a cohesive plan for teacher recruitment and training. Additionally, the references cited in this report must be reviewed carefully, since they guided much of the Council's work.

The Council realizes that many of the recommendations made in this report raise the issue of funding. However, it was not the Council's assignment to analyze and debate the financial aspects of its recommendations, but rather to put forth the strongest ideas for consideration by executive, legislative, and corporate leaders. Adequate funding remains an issue. It is the hope and recommendation of this Council that the participants in that conversation foster and nurture critical collaborations that are fiscally prudent and support the recommendations in this report.

An urgent need exists to establish partnerships and to foster strong collaborations between teacher and administrator preparation programs within the UC, CSU, and private colleges and professional organizations and school districts. A wealth of knowledge exists within the entities cited above, so leveraging their expertise would be ideal. Restoring a commitment to responsible professional development and the creation of high-quality, collaborative professional learning communities also need to be cultivated. Several programs and pilot projects are currently under way to accomplish these tasks. They will need to be monitored and assessed to evaluate their effectiveness and whether refinements may be needed to provide optimum outcomes. As the Council transitions into its next charge, it will prepare to take on the work of

closing the achievement gap. This topic is of heightened national concern—particularly to California, which has an increasingly diverse student population, ever-changing demographics, multiple language needs, and socioeconomic disparities between students achieving at grade level and those who are not. As the Council has served the SSPI in the past, it is ready to do so again.

Appendix A

Recommendations from *Learning . . . Teaching . . . Leading*

In 2002, the California Department of Education convened the Professional Development Task Force to look at the entire learning-to-teach system in California and to focus on teacher quality. In the report prepared by the task force, *Learning . . . Teaching . . . Leading . . .*, the members proposed ten recommendations for developing and sustaining a high-quality teaching and administrator workforce in California. The recommendations of the task force are as follows:

Make teaching and school administration attractive careers.

1. Increase salaries for teachers and administrators.
2. Strengthen multiple pathways into teaching and school leadership. Actively recruit high school students, college students, paraprofessionals, and mid-career entrants.
3. Enable schools that serve high-need students to attract and keep well-qualified teachers and administrators.
4. Eliminate emergency permits and waivers within five years.

Provide teachers and school leaders with the skills they need to improve student learning.

5. Enhance the capacity of colleges and schools to prepare teachers well in high-need fields.
6. Build a statewide infrastructure for career-long professional development that supports educator learning and school improvement.
7. Ensure that high-quality professional development reaches teachers and administrators in high-need communities.

8. Improve the preparation, induction, and ongoing support of school leaders so that they are able to lead schools that successfully support student learning.

Create the conditions that allow teachers and school leaders to succeed.

9. Reconfigure site leadership to enable the principal to serve as an instructional leader and to support the development of teacher leaders who can coach and mentor others.
10. Redesign schools so that they can focus on student and teacher learning. Add and reorganize time to enable collaborative teacher planning and inquiry.

Appendix B
California P-16 Council
Subcommittees' Recommendations

Below are the essential questions addressed by the California P-16 Council and the recommendations of the subcommittees.

Subcommittee 1

How can California attract a high-quality and diverse workforce to the education profession to fill the demand created by retiring staff and growing school districts?

Recommendation 1.1

Enact legislation to establish and fund Leadership Academies through county offices of education or regions with a comprehensive approach to prepare administrators to lead the new workforce. This legislation would expand the scope of existing law and the work of Personnel Management Assistance Teams (PMATs) in support of the Quality Education Initiative to address all schools and districts, not only the schools in deciles 1 and 2.

The goals would be to ensure success of leadership development by providing an understanding of dynamic issues and how to leverage them and an understanding of the levels of talent, skills, and abilities based on professional experience.

- Administrators need training in scouting for applicants and connecting and communicating with local communities, businesses, agencies, and organizations for potential applicants.

- Administrators need specialized training to recruit, train, and support mid-career changers, which require:
 - A collaborative effort between education and the business world
 - Liaisons for ongoing dialogue
 - Training in mentoring “new” teachers who have years of experience in the workforce and come from different environments and work cultures
 - An active network of support and a “hotline” to monitor and assist teachers and administrators
 - Marketing of the entire package of community, service, and challenges that can come with teaching as a “next,” or “second,” or “last” career
- Administrators need training to be successful instructional leaders, as well as the necessary communication and collaboration skills to guide staff toward meeting current and future challenges in education.

Recommendation 1.2

Enact legislation to establish and fund educator academies within county offices of education or regions to prepare traditional and nontraditional teacher candidates to meet the needs of the students of the twenty-first century. This legislation would expand the scope of existing law and the work of Personnel Management Assistance Teams (PMATs) in support of the Quality Education Initiative to address all schools and districts, not only those in deciles 1 and 2.

The goals would be to (1) provide alternatives, not replacements for existing models, (2) streamline and enhance the credentialing process, and (3) ensure that academy training is relevant and innovative.

Academy models to address the needs of new teachers, mid-career changers, and retirees could include:

- Programs with condensed and intense credentialing course work that runs over a 12-month period
- Programs that allow for entry and exit points in the credentialing process based on objective assessment of knowledge, skills, abilities, and experience
- Programs that build mixed cohorts of new teachers, mid-career changers, and retired professionals to leverage attributes possessed by each category of educators-in-training

Recommendation 1.3

Information about the future shortage of and critical need for teachers needs to be shared with the public and publicized through state, county, and district public relations efforts. In addition, the following efforts need to be made:

- District policies and timelines for teacher vacancies, reassignments, leaves, and retirement should ensure sufficient time for recruitment and selection.
- District human relations offices should explore all options for recruitment, including adapting alternative business models.
- District collaboration and communication with teacher preparation institutions should be reviewed and enhanced.
- Technology should be fully and creatively utilized to serve teacher applicants and prospective employers.

Subcommittee 2

How can we work to ensure that California's pre-service programs develop fully prepared teachers and administrators and other instructional staff?

Recommendation 2.1

Enact legislation and dedicate funding to establish guidelines and support to develop a teacher- and administrator-preparation model and an internship model that are more closely connected to individual school districts so that:

- Meaningful classroom observation and teaching experiences can be integrated into all phases of the preparation program;
- New teachers and administrators will be adequately prepared to be effective in meeting the needs of underserved students (e.g., low-income students, English language learners) and schools (e.g., those with historically low test scores, high teacher attrition rates, low parental direct involvement/participation).

Recommendation 2.2

The Superintendent of Public Instruction convenes a “summit” for teacher education institutions to discuss:

- Regional needs and differences among schools
- Effective teacher preparation practices geared toward local school needs
- The distribution of teachers for California’s hard-to-staff schools

Recommendation 2.3

Enact legislation and dedicate funding for teacher and administrator preparation programs to create collaborative relationships with the schools in the surrounding areas in order to:

- Create clear goals and target benchmarks for the preparation, placement, recruitment, and ongoing support of teachers and administrators.

- Continually use data to evaluate progress toward these goals and thus accommodate California schools' distinct and diverse regional needs.

Recommendation 2.4

Enact legislation and funding to authorize:

- School districts, county offices, higher education institutions, and the California Commission on Teacher Credentialing (CCTC) to create a coordinating committee to identify and implement a series of *output standards* for teacher and administrator education programs and for teacher and administrator candidates
- A high-quality and comprehensive Teacher Performance Assessment (TPA) process to move forward with adequate per capita state funding.

Subcommittee 3

How should we support new teachers, administrators, and instructional classified employees?

Recommendation 3.1

Develop legislation to refine the current Beginning Teacher Support and Assessment (BTSA) program to:

- A. Reduce and streamline the paperwork required of participants and support providers.
- B. Explore ways to increase the pool of potential support providers.

Recommendation 3.2

Develop legislation that will allow all new administrators and experienced site- and district-level administrators who are hired in a new position to participate in a leadership induction and support program for a minimum of two years.

This program will:

- A. Require legislation to set aside funding for program development, implementation, and outcome research and analysis.
- B. Operate similarly to BTSA.
- C. Base participation on a rank order of priority:
 - a. First priority: New, first-, and second-year site administrators
 - b. Second priority: New, first-, and second-year district-level administrators
 - c. Third priority: Experienced site- and district-level administrators in a new administrative position
- D. Consist of the following components:
 - a. Alignment to California Professional Standards for Educational Leaders and Descriptions of Practice
 - b. Professional learning and coaching based on identified needs of individual participants
 - c. A focus on underperforming schools and districts
 - d. A focus on increasing leadership skills; knowledge and practices leading to increased student performance; and on closing the achievement gap
 - e. A rigorous system for approving, monitoring, evaluating, and certifying support providers

Recommendation 3.3

Develop legislation that will allow all new district superintendents to participate in a leadership induction and support program for a minimum of two years.

This program will:

- A. Require legislation to set aside funding for program development, implementation, and outcome research and analysis.
- B. Operate similarly to BTSA.
- C. Base participation on a rank order of priority:
 - a. First priority: First- and second-year superintendents
 - b. Second priority: Superintendents of underperforming school districts
- D. Consist of the following components:
 - a. Alignment to California Professional Standards for Educational Leaders and Descriptions of Practice
 - b. Professional learning and coaching based on identified needs of individual participants
 - c. A focus on increasing leadership skills; knowledge and practices leading to increased student performance; and on closing the achievement gap
 - d. A rigorous system for approving, monitoring, evaluating, and certifying support providers

Subcommittee 4

How should continuing educators be supported through professional development?

Recommendation 4.1

High-quality professional development should be a priority for California.

Recommendation 4.2

Additional professional development for all staff should be funded by the state.

Recommendation 4.3

Institutional barriers must be eliminated so that all staff can benefit from participating in professional learning communities.

Recommendation 4.4

Professional development must be results-driven, standards-based, and focused on day-to-day work.

Appendix C
California P-16 Council Members
2006-07

Barry Munitz, (Chair), Trustee Professor, California State University, Los Angeles

Arlene Ackerman, Superintendent, San Francisco Unified School District

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